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REPORT

OF

THE AD HOC COMMITTEE ON HOUSING

PREPARED FOR

THE COMMITTEE ON PLANNING AND COMMUNITY SERVICES

BASED ON RESPONSES FROM THE COMMUNITY COMMITTEES

AND PUBLIC SUBMISSIONS

JUNE 30,1989

PREFACE

On August 24th, 1987, the Committee on Planning and Community Services appointed the Ad Hoc Committee on Housing to respond to a number of suggestions presented by Councillor Wachniak relating to building inspections, By-law Enforcement, destructive tenants, home ownership incentives for low to moderate income people, and other related housing concerns.

On February 20, 1989, the Ad Hoc Committee presented its findings and recommendations to the Committee on Planning and Community Services.

This report was circulated to the Community Committees and a number of concerned groups and individuals for consideration and report back.

After careful review by the Community Committees, and receipt of the submissions from the private sector, it was decided that the report be referred back to the Ad Hoc Committee on Housing for further consideration and that the Ad Hoc Committee identify the financial impact of the recommendations and that upon receipt of this further report, a public meeting should be held to invite further comments from the public, prior to submitting the recommendations to Executive Policy Committee and Council.

PURPOSE OF THE REPORT

The purpose of this report is to group the recommendations contained in the Ad Hoc Committee on Housing Report dated February 20, 1989 into the following three major categories:

1. Those recommendations that will have no financial impact and could be submitted to Council for consideration.

2. Those recommendations which impact financially and for which estimated costs are supplied.

3. Those recommendations for which a cost benefit cannot be readily identified.

SUMMARY

In order to accomplish this grouping based upon financial implications, the Ad Hoc Committee has firstly grouped the recommendations into the following three broad areas of focus and will attempt to establish the financial implications of each. They are:

1. Those recommendations which relate to the establishment, organization, operation and mandate of a Department of Housing and Community Improvement. These will have a very immediate and substantial financial impact upon implementation.

2. Those recommendations which relate to the City entering into formal discussions with the Province of Manitoba either through the City's official delegation or otherwise on specific housing and community improvement related matters such as amendments to the City of Winnipeg Act, establishment of cost-shared housing and community improvement programs and the establishment of a Housing By-law Court. These recommendations will eventually have costs associated with them but the costs and benefits cannot readily be identified at this time.

3. Those recommendations which relate to the mandate, jurisdiction and operation of the Inspection Services of the City's Health Department. These recommendations will have a financial impact on the City's budget, but this can vary considerably depending on which option is utilized in the implementation.

A. The establishment of a Department of Housing and Community Improvement, its mandate, functions, operation and financing is embodied in the following recommendations - 1 to 8, and 11 to 14.1.

1. *The City should not only continue but strengthen its commitment to housing programs and the revitalization of older City neighbourhoods and that a reorganizational study of the Department of Environmental Planning be conducted and that such a study should include but not be limited to:*

   - *The feasibility of establishing a separate Housing and Community Programs Department, utilizing the staff of the Community Programs Division of the Department of Environmental Planning, with a Director who will be responsible for reporting to the Committee on Planning and Community Services, with its own budget included each year as part of the City's current and capital estimates in order that such a department would not always be dependent on cost-shared funding programs for its existence.*

   And that a Committee of Council be appointed to select the Consultant and define the terms of Reference for the reorganizational study.

2. *That the following revisions to Section 639 and 639.1 of the City of Winnipeg Act which have been approved by the Law Department be submitted by Council to the Province as part of the City's response to changes pertaining to the Act. The proposed changes to the following existing legislation are underlined.*

   SOCIAL DEVELOPMENT
   639 THE COUNCIL MAY

   (a) establish programs for the rehabilitation, improvement or renewal of urban areas, and may define the parts of the city to be affected by such programmes;
   (b) enter into agreements with the government or any agency of the government for the planning and implementation of rehabilitation or improvement programmes; and
   (c) take measures to secure improvement in social conditions with a view to the prevention and alleviation of poverty, illness and crime and without restricting the generality of the foregoing may provide for human development programmes, for mental health and social services and for the development and operation of day care nurseries.

   NEIGHBOURHOOD IMPROVEMENT AREAS ESTABLISHED

   639(1) Subject to the other provisions of this Part, where council is of the opinion that living conditions in any area within a community should be improved due to the age, dilapidation, overcrowding, arrangement or unsuitability of certain buildings located therein, or for any other reason, it may

   (a) designate that area as a neighbourhood improvement area;

(b) *provide for the election of a resident advisory council to recommend the works to be undertaken in the neighbourhood improvement area; and*

(c) *establish an action area plan relating to the neighbourhood improvement area.*

CONTENTS OF ACTION AREA PLAN

639.1(2) In addition to the other requirements of this Part, an action area plan relating to a neighbourhood improvement area may make provision for

. . . . .

(f) the establishment of an advisory service to advise and assist owners in carrying out the required rehabilitation of their dwellings or business premises in the area; (moved from S.639.1 {b})

(g) the establishment and implementation of a housing program for the area including housing restoration, construction, non-profit and cooperative housing;

(h) the establishment and implementation of a social development program for the area;

(i) the encouragement of economic development within the area;

(j) programs of inspections to ensure compliance with by-laws of the city and to enforce such by-laws; in order to concentrate under a single umbrella, the myriad of resources required to meet the needs of neighbourhoods in situations of decline.

3. *That an Urban Capital Agreement for Community Revitalization be drawn up between the City and the Province and that a five year Capital Program be established for cost sharing by both levels of government and that the said program be reviewed on an annual basis.*

4. *That the Community Programs Division undertake neighbourhood maintenance efforts, with limited budgets, in areas which have already received neighbourhood improvement programming in order to protect the City's investments through an ongoing maintenance program.*

5. *That an Inter-Departmental Committee on Neighbourhood Improvement be formed comprising representatives from;*

- *Environmental Planning Department*
- *Social Services Department*
- *Health Department*
- *Parks and Recreation Department*
- *Police Department*
- *Operations Department*

6. *That the program components of Neighbourhood Improvement be redefined to include business improvement and community service efforts. And that a review of the Province's Business Improvement Zone Legislation be undertaken with a view to applying the legislation to applicable areas in Winnipeg.*

7. *That the Housing and Community Improvement Department be entrusted to promote a national and international municipal dialogue on housing and community revitalization programs with a view to exchanging ideas with other cities; establishing political/administration linkages; and lobbying senior governments for changes to existing programs or the development new programs to meet defined gaps.*

8. *That the Housing and Community Improvement Department report quarterly to the Committee on Planning and Community Services on its activities and those of the interdepartmental committee on Neighbourhood Improvement.*

11. *That the Core Area Residential Upgrading and Maintenance Program (CARUMP) be continued on a long term basis and that the City's Official delegation should discuss ongoing CARUMP funding with the Province of Manitoba as an essential component of housing stock maintenance.*

12. *That the City investigate the development and operation of a Housing Clinic along the lines of the Baltimore or Pittsburgh model with a view to establishing the same in the City of Winnipeg.*

13. *A more formalized liaison be created between the Community Programs Division and Winnipeg Housing Rehabilitation Corporation (WHRC) and that this should include representation from the Community Programs Division on the Board of WHRC.*

14. *The City of Winnipeg should demonstrate its commitment to improving housing conditions in older neighbourhoods by disposing of its own stock of one and two family dwellings through the process of selling them to WHRC at a price that makes it economically viable for WHRC and to rehabilitate them and sell them back to the public at Market prices.*

The annual budget for administering and operating this Housing and Community Improvement Department is estimated at $2,979,000.00. This represents an increase of $370,800.00 over the cost of operating the Community Programs Division of the Department of Environmental Planning. Existing financing is derived from cost shared capital programs such as the Residential Rehabilitation Assistance Program, Administration fees for the delivery of RRAP, Core Area Initiative funding for CARUMP, Manitoba/Winnipeg Community Revitalization Program and the City's current estimates. This is estimated to be $2,744,300.00, thereby requiring additional annual funding in the amount of $235,000.00 to operate a new department.

B. Those recommendations which relate to the City entering into formal discussions with the Province of Manitoba either through the City's official delegation or otherwise on specific housing and community improvement related matters such as amendments to the City of Winnipeg Act, establishment of cost-shared housing and community improvement programs and the establishment of a Housing By-law Court. These recommendations will eventually have costs associated with them but the costs and benefits cannot readily be identified at this time. They include recommendations 9, 10, and 15 to 22.

9. *That the City enter into discussions with Landlord and Tenant Affairs to resolve the issue of redirecting rent and to propose possible amendments to the Landlord and Tenant Act.*

10. *The Committee recommends that despite the inherent problems related to enforcing such a regulation, that the City of Winnipeg Act be amended to prohibit landlords from renting a unit, which has outstanding orders, if the unit becomes vacant.*

15. *The Province and the city should address the question of undeveloped Provincially and City owned land within the inner city, particularly for the private development of low-cost housing for which the supply is limited and that a land disposal policy be developed whereby the land subsidy is transferred to the new owners.*

16. *The Provincial Infill Housing Program should be continued with special emphasis in Community Revitalization Areas.*

17. *The Province and the City should continue to support non-profit and co-op groups by assisting with subsidies to meet the differential between allowable maximum unit costs for land and actual cost for cleared land.*

18. *The City and the Province provide financial and technical support to non-profit groups that are providing housing for native families and individuals.*

19. *A By-law be enacted which provides for the control of demolition of good residential properties by owners wishing to rezone residential lands, the rezoning of which may harm the residential character of the neighbourhood.*

20. *A separate Housing Court be established by the Provincial Government, with a proper courtroom atmosphere, to hear and deal with housing related matters. This court must be given statutory recognition and permanent status by making it a part of the municipal court system.*

21. *The Attorney General be requested to replace the current practice of providing a rotation of junior prosecutors, by providing a permanent fully experienced prosecutor and a permanent judge to the Housing Court. This will result in a hastening of the judicial process related to housing matters.*

22. *The Attorney General be requested to provide a court reporter for the Housing Court.*

C. Those recommendations which relate to the mandate, jurisdiction and operation of the Inspection Services of the City's Health Department. These recommendations will have a financial impact on the City's budget, but this can vary considerably depending on which option is utilized in the implementation. Included in this group are recommendations 23 to 29.

23. *AMEND SUBSECTION 448(1) TO PROVIDE AS FOLLOWS*

Unsanitary buildings or terraces.

448 (1) *If the health officer, upon due examination, is satisfied that a building, terrace, or land does not comply with the provisions of the Public Health Act or the regulations passed thereunder, or any by-law of the city, he may issue a notice addressed to the owner of the premises or terrace or the agent or person in charge thereof*

(a) *requiring the premises or terrace to be put into a condition that will comply with that Act and the regulations thereunder, or the by-law, to the satisfaction of the health officer; or*

(b) *if the premises or terrace are unsanitary or out of repair to such a degree as to be unfit for human habitation, requiring the premises or terrace to be put into a condition that will comply with that Act and the regulations thereunder to the satisfaction of the health officer, or requiring the occupants to vacate the premises or terrace within such time as the health officer may deem reasonable.*

24. *SUBSECTION 448 (9) SHOULD BE REPEALED AND THE FOLLOWING SUBSTITUTED:*

448 (9) *A notice issued under subsection (1) or (7) may be personally served upon the owner of the building, terrace or land, or the agent or person in charge thereof, or may be sent by registered mail to the last*

known address of such person as shown on the latest revised assessment roll of the City or be the records of the land titles office.

448 (10) *Where the health officer is unable to effect service of a notice issued under subsection (1) or (7), he may cause the notice to be affixed in a conspicuous place on the building, terrace or land and the affixing of such notice shall be deemed to be sufficient service of the notice upon the owner of the building, terrace or land, or the agent or person in charge thereof.*

448 (11) *The health officer may register a notice issued under subsection (1) or (7) in the land titles office together with a form approved by the District registrar containing the legal description of the land upon which the building or terrace is located, or of the land affected, and upon such registration the district registrar shall make an entry of the registration in the abstract of title under their old system or on the title under the new system, as the case may require.*

448 (12) *Any person acquiring any subsequent interest in land affected by a registration made under subsection (11) shall be deemed to have been served with the notice on the day on which the notice was registered and any subsequent transfer of the land shall be subject to such registration.*

448 (13) *Where a notice registered under subsection (11) has been complied with to the satisfaction of the health officer, the health officer shall forthwith register in the land titles office a certificate which shall operate as a discharge of the notice.*

SUBSECTION 448 (10) SHOULD BE RENUMBERED AS SUBSECTION 448 (14)

25. *Amend paragraph 19(d) of the Public Health Act by changing the word "unoccupied" to "occupied".*

26. *Amend the General Penalty section 39(1) of the Public Health Act to increase the maximum penalties to become $5,000.00 for an individual and $50,000.00 for a corporation.*

27. *Amend the Public Health Act to confer jurisdiction upon the Court to issue Bench Orders requiring compliance. This could be a new section numbered 39(1.1) and should read as follows -*

> *"A judge or magistrate imposing a penalty under this section may, in addition to imposing a penalty, order the convicted person to comply with the relevant provision, order or direction."*

28. *The City of Winnipeg Health Department Inspections have its jurisdiction extended to the City at large, retain its existing mandate, programs, and frequency of inspections and take over all such inspection activity in the suburbs currently within the jurisdiction of the Province of Manitoba, Department of Environment, Workplace Safety and Health, Environmental Control Services and Inspection Services.*

29. *In order to function more efficiently the City of Winnipeg Health Department receive the necessary resources to acquire all necessary equipment to implement, within the Inspections Branch the Hand Held Computerized Inspection Program and Automated Record System for application city wide.*

DISCUSSION

Recommendations Included in Group A

These recommendations relate to the establishment, organization, operation, and mandate of a Department of Housing and Community Improvement and as such will be treated together in the ensuing discussion concerning the establishment of a Department with the existing staff of the Community Programs Division of the Department of Environmental Planning.

This report will show that the size of staff, budgets, organizational complexity and breadth of programs related to housing and community improvement in the City of Winnipeg have long since reached the point where a distinct administrative Department is required in the civic bureaucracy. It will also show that based on the scale and complexity of operations of the Community Programs Division of the Department of Environmental Planning and the work that it has undertaken over the past sixteen years in the area of housing and community improvement, that the Division staff form the nucleus of the Department of Housing and Community Improvement with reporting relationship to the Committee on Planning and Community Services.

Housing and community improvement activity is mandated under Part XX Sub Sections 638 and 639 of the City of Winnipeg Act, and also by City Council Policy adopted on September 21, 1983. Recommendation #2 of the Committee's report would allow the City to directly establish programs and enter into agreements with other levels of government for the planning and implementation of housing and improvement programs without going through the By-law process. It also extends the mandate of the City of Winnipeg to include housing construction in designated improvement areas.

At the present time the Community Programs Division is primarily the program implementation vehicle for most of the functions embraced under Sections 638 and 639 of the City of Winnipeg Act. It does not fit the functional terms of the Department of Environmental Planning. Most of its activity relates to cost-shared program delivery demanding close association with other governments. Recently prepared Community Improvement Division Reports (Appendix A) outline the extent of current operations and programming of the Division in the areas of Housing and Community Improvement. This encompasses neighbourhood planning, research, building and urban design, community revitalization, housing support, housing program delivery and community services. Implicit in this breadth of functions and financial responsibility is a greater need for proximity to the Board of Commissioner and the Committee on Planning and Community Services. In functional terms the Division is distinct, requiring a specific place in the Civic bureaucracy.

The present Community Programs Division staff complement is 59. This represents the myriad of resources required to meet the needs of neighbourhoods in situations of decline. It merges the planner, social worker, community development worker, architect, housing inspector, home support teacher and other support staff to focus on the common ground of neighbourhood preservation. This has allowed the Division to relate

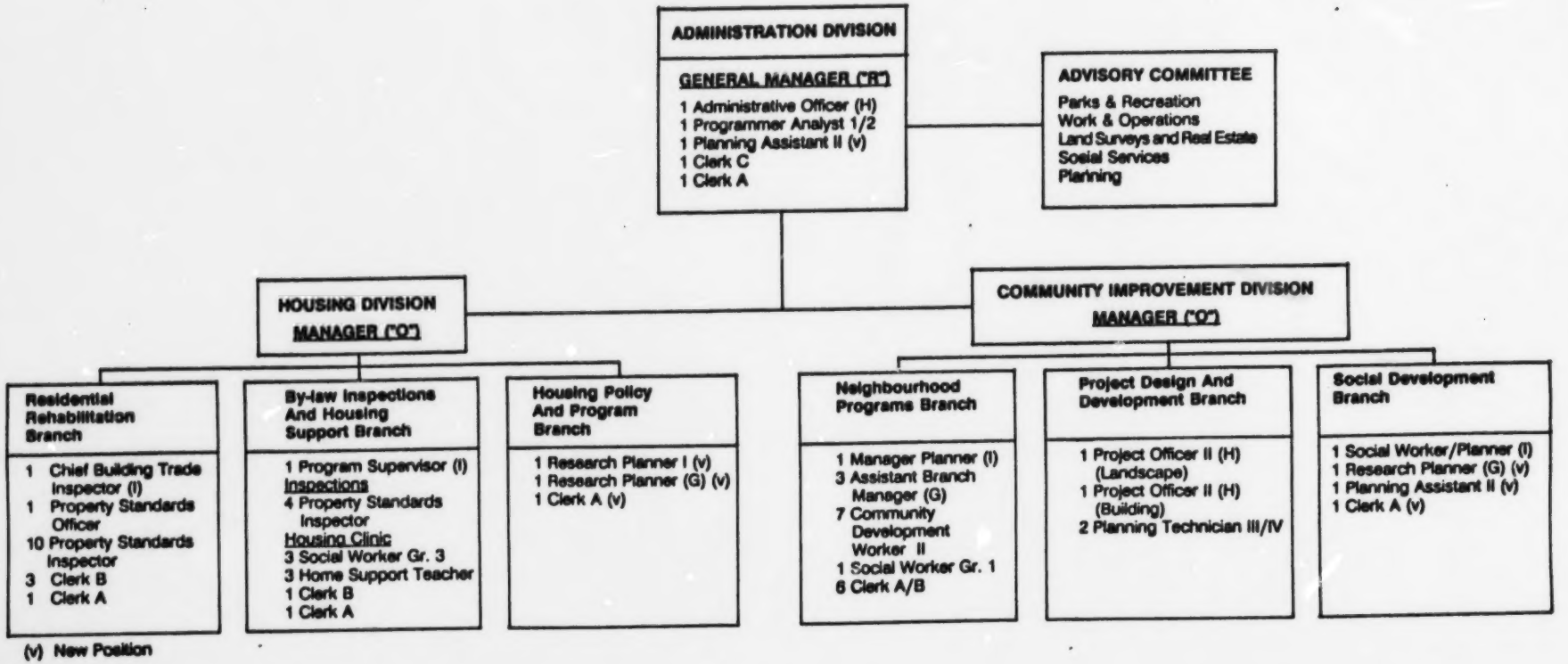
to a wide array of issues ranging from by-law enforcement, home repair, support to tenants, development of resident advisory organizations, park and social facility development, municipal service improvements and the provision of social service resources in a number of declining neighbourhoods in the inner city.

At this juncture in the history of the Community Programs Division, insights have been acquired which facilitate how to better cope with meeting neighbourhood needs. The experience acquired in housing, for example, leads to the Division to advocate for By-law changes, to seek greater authority in developing new housing on property acquired, to recommend a Housing Clinic for recalcitrant tenants and to emphasize the need for a separate Housing By-law Court. Greater definition is also crystallizing with respect to social services as greater cooperation with social agencies and institutions is being sought and programs are funded to fill the need in social service gaps.

The Sub-committee on Housing has considered the experience and insights that have been gained by Community Programs Division staff in its deliberations over the development of a Department of Housing and Community Improvement. The Committee is also aware that the Division is a tenuous and impermanent component of the civic establishment. In the absence of senior governmental cost-shared programs this Division would cease and all improvements it has been geared up to accomplish, as outlined in the status reports included in the Appendix, would cease also. The Committee feels that this would be a very regressive step. As such, it is proposed that the Community Programs Division be provided with ongoing status to continue to respond to the mandate provided by City Council and that the staff of this Division form the nucleus of a newly formed Department of Housing and Community Improvement. This would ensure continued focus on older city neighbourhoods and would maintain a civic establishment formulated to respond exclusively to the needs of these areas.

Organizationally a Department of Housing and Community Improvement is seen in terms of three administrative segments, an Administration Division, a Housing Division with three Branches and a Community Improvement Division with three Branches. The following charts indicates the proposed organization which is made up primarily of the existing staff of the Community Programs Division. Only seven new staff positions are being proposed. A chart comparing the existing Community Programs Division with that of the Proposed Department establishment is also included for ease of comparison. New positions are shown in brackets.

CITY OF WINNIPEG
DEPARTMENT OF HOUSING AND COMMUNITY IMPROVEMENT
ORGANIZATION AND ESTABLISHMENT



(v) New Position

CITY OF WINNIPEG
PROPOSED DEPARTMENT OF HOUSING AND COMMUNITY IMPROVEMENT ORGANIZATION AND ESTABLISHMENT

EXISTING COMMUNITY PROGRAMS DIVISION ESTABLISHMENT	PROPOSED DEPARTMENT ESTABLISHMENT
ADMINISTRATION	**ADMINISTRATION DIVISION**
1 Manager - M	1 General Manager - R
1 Assistant Manager - J	1 Administrative Officer - H
1 Programmer Analyst 1	1 Programmer Analyst 1/2
1 Clerk C	1 Planning Assistant II (New)
1 Clerk A	1 Clerk C
	1 Clerk A
PROJECT DEVELOPMENT AND HOUSING BRANCH	**HOUSING DIVISION**
Manager - H	Manager - O
Home Repair Section	**Residential Rehabilitation Branch**
1 Chief Building Trade Inspector - H	1 Chief Building Trade Inspector - I
1 Property Standards Officer	1 Property Standards Officer
10 Property Standards Inspector	10 Property Standards Inspector
3 Clerk B	3 Clerk B
1 Clerk A	1 Clerk A
Core Area Residential Upgrading And Maintenance Program	**By-Law Inspections and Housing Support Branch**
1 Program Supervisor - H	1 Program Supervisor - I
4 Property Standards Inspector	4 Property Standards Inspector
3 Social Worker Gr. 3	3 Social Worker Gr. 3
3 Home Support Teacher	3 Home Support Teacher
1 Clerk B	1 Clerk B
1 Clerk A	1 Clerk A
Project Development Section	**Housing Policy and Program Branch**
1 Project Officer -Landscape (vacant)	1 Planner - I (New)
1 Project Officer - Building	1 Planner - G (New)
2 Planning Assistance II	1 Clerk A (New)

NEIGHBOURHOOD PROGRAMS BRANCH

1 Manager - H

Neighbourhood Section - North Winnipeg

1 Section Head Planner - G
3 Community Development Worker II
1 Clerk B
1 Clerk A

Neighbourhood Section - South Winnipeg

1 Section Head - Planner - G
3 Community Development Worker II
1 Clerk B
1 Clerk A

Neighbourhood Section - Core Area Initiative

1 Section Head - Planner - G
2 Community Development Worker II
1 Clerk A

Community Services and Social Planning Branch

1 Manager - H
1 Social Worker Gr. 3
1 Social Worker Gr. 1
1 Clerk B

COMMUNITY IMPROVEMENT DIVISION

1 Manager - O

Neighbourhood Programs Branch

1 Manager - Planner - I
3 Program Planner - G
7 Community Development Worker II
1 Social Worker Gr 1
6 Clerk A/B

Social Development Branch

1 Social Worker/Planner I
1 Planner G (New)
1 Planning Assistant (New)
1 Clerk A (New)

Project Design and Development Branch

1 Project Officer II - H
(Landscape)
1 Project Officer II - H
(Building)
2 Planning Technicians III/IV

ADMINISTRATION DIVISION

The Administration Division will ensure that all Department activities are within the established policies, guidelines and legislation that are set by City Council, and that inter-governmental cost-shared neighbourhood revitalization and housing programs are continued.

This Division will be entrusted to promote national and international municipal dialogue on housing and community revitalization programs with a view to exchanging ideas with other cities; establishing political/administration linkages; and lobbying senior governments for changes to existing programs or the development of new programs to meet defined gaps.

It will be responsible for reporting quarterly to the Committee on Planning and Community Services on the activities of the Department.

The key areas of responsibility of this Division will include:

- Personnel Management:
  - Determine staffing requirements
  - Hiring and deployment of staff
  - Establishing lines of communication
  - Staff training
  - Staff records
  - Evaluations
- Co-ordination of Work of all Branches - Program Implementation
  - Financial control
  - Project Implementation
  - Department Policies
  - Accountability of staff
  - Problem solving
- Reporting/Liaison with
  - Senior Administrators of City
  - Politicians
- Financial Management
  - Establishing Policies and Systems and Procedures
  - Financial Planning - re Budget
  - Delegation of Authority for Budget Control
  - Monitoring Finances/Procedures
- Monitoring and Evaluation of Programs

- Policy Development and Implementation
  - Department operations policy
  - Recommendation of policies to Senior Administration and Council concerning programs
  - Implementation of existing internal division policies and City of Winnipeg policies
- Interdepartment Co-ordination to Facilitate
  - Program delivery
  - Assist in department programming
  - Co-ordination of functions
- Intergovernmental Relations
  - Program development
  - Program financing
  - Co-ordination and use of other government programs to facilitate program delivery
  - Monitoring of cost-shared programs
  - Serving on Intergovernmental Committees re programs
- Research/Systems Development Re: Policies and Programs
  - Establishing a data information system
  - Financial systems
  - Retrieval system
  - Data analysis
  - Report generation
- Public Relations
  - Dissemination of information
  - Publicity
  - Problem solving

Financial Implication

The difference between the budget of the existing administration and that of the new Division will be $55,200.00. This will be due primarily to the extra salary for one staff member and the increased operating costs which would have previously been absorbed in the Planning Departments budget.

The source of funding for the Administration of the Existing Community Programs Division is the City's current estimates for the Department of Environmental Planning. This budget will have to be transferred to the new Department of Housing and Community Improvement.

The following table provides a budget comparison between the Division and the Department:

	Existing Division	New Dept.	Difference
Salaries & Benefits	$283,200.00	$318,000.00	---
Operating Costs	44,600.00	65,000.00	
	$327,800.00	$383,000.00	$55,200.00

Source of Funding: -Current Estimates of the City of Winnipeg

The total staff compliment of this Division will be eight. It will be made up of a General Manager, two Division Managers an Administrative Officer and Research and Clerical Staff. This will mean an addition of one person to the existing administration staff complement of the Community Programs Division. The General Manager and the two Division Managers will form the Management team which will be responsible for the operation of the Department.

HOUSING DIVISION

This Division will provide the focus for co-ordination of planning and housing within existing older neighbourhoods and betwaen existing municipal departments, other levels of government, agencies and the private sector.

It will be responsible for promoting private sector involvement in all areas of housing and for encouraging private development and investment in older neighbourhoods by creating incentives and providing general support and assistance to private non profit housing groups.

It will also be responsible for lobbying senior levels of government to create incentives and use their resources to deal with existing and potential problem areas in the housing situation in older neighbourhoods in Winnipeg.

This Division will provide the City with a clearer mandate and higher profile in dealing with government housing agencies such as Manitoba Housing and Renewal Corporation, Canada Mortgage and Housing Corporation and Winnipeg Housing Renewal Corporation with regard to maintaining and expanding the housing stock in older neighbourhoods through a variety of program directions including but not limited to:

- representation by Department on board of WHRC
- the development and disposal of publicly owned inner city land
- infill housing emphasis in Community Revitalization Areas
- support for non-profit groups, co-ops and private sector through land cost subsidies and other financial assistance.
- technical support to non-profit groups, co-ops and the private sector
- lobbying for by-laws which might be required to assist the above.

The Housing Clinic concept can be implemented through this Division using primarily the Core Area Residential Upgrading and Maintenance Program (CARUMP) social service staff, who in many respects currently are performing functions akin to those of a Housing Clinic. The Division will also be responsible for housing code enforcement and liaison with inspection services in the City.

It will also be responsible for the delivery of home repair programs and providing an advisory service on housing rehabilitation.

It will be responsible for the provision of social housing within designated neighbourhoods in the City. This will include land assembly, design, tendering, construction and the management of a housing disposal program that will ensure fair and equitable dispersal of the new housing within designated neighbourhoods.

It will also have a greater involvement in research, planning, program development, policy development and program monitoring and evaluation.

The Housing Division will be headed by a Division Manager who will be responsible for the operation of three Branches - the Residential Rehabilitation Branch, The By-law Inspection and Housing Support Branch, and the Housing Policy and Program Branch.

THE RESIDENTIAL REHABILITATION BRANCH

This Branch will be involved in the rehabilitation of existing homes through the delivery of the federal government home repair program RRAP, and the Core Area Initiative Home Renovation Program.

Staffing for this Branch will be mobilized from the Home Repair section of the existing Community Programs Division. Inspectors have been trained especially for the delivery of the Residential Rehabilitation Assistance Program. They represent a number of specialist inspector functions including, electrical, plumbing, mechanical and structural. In a single inspector is the administrative capacity to provide loans, give technical assistance to homeowners, assist in obtaining contractors through a bid process, inspect work to ensure adequacy and enforce housing by-laws. The clerical staff is also trained in providing information on the program, assisting in the initial application, conducting tax and title searches, and preparation of application packages to be sent to C.M.H.C. for approval. The staff will be made up of 1 Chief Building Trade Inspector, 1 Property Standards Officer, 10 Property Standards Inspectors, 3 Clerk B's, 1 Clerk A.

Financial Implication

Initially there will be no additional financial cost to the operation of this Branch. At present the staff salaries and the operating cost of the office is paid for from the Core Area Initiative RRAP Administration budget and from the Administration Fees paid by CMHC for the delivery of the RRAP program.

At the termination of the Core Area Agreement in 1992, the budget for the Branch will be derived solely from the Administration Fees. This will mean that the City will have to scale down the operation and subsidize the administration cost to some extent in order to make up the difference between fees earned and total cost of operating on an annual basis.

Discontinuance of the existing home repair program will mean the dissolution of this Branch, if other forms of home repair programming are not developed.

The following table provides a budget comparison between the Division and the Department.

	Existing Division	New Dept.	Difference
Salaries & Benefits	$635,000.00	$635,000.00	---
Operating Costs	100,000.00	100,000.00	---
	$735,000.00	$735,000.00	---

Sources of Funding: Core Area Initiative RRAP Administration
CMHC Administration Fees

BY-LAW INSPECTIONS AND HOUSING SUPPORT BRANCH

Recommendations #11 and 12 will be implemented through the establishment of this By-law Inspections and Housing Support Branch made up primarily of the CARUMP staff of the existing Division.

The CARUMP Property Standards Inspectors will continue to conduct door to door inspections of rental properties in the core area in accordance with the Maintenance and Occupancy By-law. They will issue orders to repair, and take legal action against recalcitrant landlords. Emphasis will be on restoring rental properties to a minimum standard for occupancy.

The Housing Clinic concept can also be implemented using primarily CARUMP social service staff who in many respects are currently performing functions akin to those of a Housing Clinic.

The CARUMP experience, which was predicated on the need to upgrade existing rental housing stock through code enforcement has demonstrated that punitive action through the court system cannot, by itself accomplish the goals of housing code enforcement.

It was recognized that innovative techniques were required. Many code violators, (both landlords and tenants) do not respond appropriately to the threat of punishment, but rather require understanding, educating and assistance in complying with the various codes. Many defendants have difficulty coping with their responsibilities as property owners and need counselling, instruction and someone to help coordinate all of the necessary factors for abatement of their violations.

To assist in the resolution of these most difficult and challenging cases, a Housing Clinic could be created with the CARUMP staff to serve under the direction of the Housing Court. The Housing Clinic could act as the probation, investigation and social service arm of the Housing Court, working with the hard-core cases assigned by the Court. The Clinic would handle the problems that the Court can not resolve utilizing its limited range of sanctions.

The Housing Clinic attempts to find solutions in matters involving recalcitrant defendants (landlords and tenants alike), defendants who are poor, sick, elderly, senile, mentally retarded, mentally ill, physically handicapped, alcoholic, belligerent, etc.; in short, the entire gamut of social ills associated with substandard housing conditions. Fines or imprisonment are not appropriate remedies in these kinds of cases, but the problems cannot be ignored.

Through CARUMP's skilled staff of housing specialists and social service practitioners, the Housing Clinic would assist defendants in achieving compliance with health and housing codes, and would coordinate all of the services necessary to bring about abatement of violations. In many cases, this could not be accomplished without some resolution of attendant social problems, thus requiring the involvement of various governmental and social agencies.

The cases referred to the Housing Clinic would fall into three general categories:

1) Where violations occur, and go uncorrected, primarily due to a lack of knowledge or understanding on the part of the defendant, the Housing Clinic Inspectors would attempt to educate the responsible parties as to their obligations under the appropriate codes and advise as to the proper means of compliance.

2) In cases where the defendant does not have the financial means to make the required repairs, or does not know how to go about arranging for same, the Housing Clinic Inspectors would assist the defendant in seeking out and obtaining, if possible, low-interest loans or grants which may be available through various programs; and/or assist the defendant with a plan for compliance, including the obtaining of reputable contractors.

3) The final category, and the most difficult to solve, involves the wide range of personal and mental difficulties described above. These cases require not only the intensive efforts of Housing Clinic personnel viz the social workers and home support teachers, but also the involvement of many other human service agencies in the City. The staff would act as the liaison between the various agencies involved and the defendant and his/her problems.

The umbrella-like role of the Housing Clinic in referring and coordinating various services to concentrate on a particular case, together with the Housing Specialist's intensive involvement in the cases assigned to them, could result in the abatement of violations in many cases which would otherwise be considered "hopeless".

The staff complement will comprise 4 Property Standards Inspectors, 3 Social Workers, 3 Home Support Teachers and 2 Clerks.

Financial Implications

Initially there will be no additional cost over and above that currently provided for the operation of CARUMP under the Core Area Initiative Program. However, at the termination of the Core Area Agreement, the City will be responsible for the operation of this Branch. Based on this knowledge and acknowledging the value of By-law Inspection and a Housing Clinic to the housing situation of Winnipeg, the Sub-committee on housing recommends that the City's Official Delegation discuss ongoing cost-shared funding for these activities as essential components of housing stock maintenance in the City.

The cost of operating this Branch is as follows:

	Existing Division	New Dept.	Difference
Salaries & Benefits	$446,000.00	$446,000.00	---
Operating Costs	100,000.00	100,000.00	---
	$546,000.00	$546,000.00	---

Source of Funding: Core Area Initiative CARUMP Program

HOUSING POLICY AND PROGRAM BRANCH

This Branch will have four major areas of responsibilities.

Firstly it will have responsibility for research, planning, program development, policy development and the monitoring and evaluation of existing housing programs.

Secondly it will liaise with other government housing departments/agencies such as CMHC, MHRC and WHRC with a goal of expanding and maintaining the existing housing stock in older neighbourhoods.

Thirdly it will promote private sector involvement in developing housing and investing in older neighbourhoods by means of providing incentives and providing support and assistance to developers and private non-profit groups.

Fourthly, it will be responsible for the provision of social housing for low to moderate income people in older neighbourhoods. This will include land assembly, design, construction and the ultimate disposal of houses on a fair and equitable basis.

This Branch will represent the new thrust in housing on the part of the City. It is the implementation of the mandate provided in Recommendation #2 - that the Action Area Plan may make provision for the establishment and implementation of a housing program for the area including housing restoration, construction, non-profit and co-operative housing.

Staff for this Branch will all be new. initially it can be operated with two Planners and a Clerk under the direction of the Manager of the Division.

Financial Implications

The total cost to the City for 3 new staff and the associated operating costs will be $150,000.00. Some of this cost may be recovered on a fee for service basis, but it is unrealistic to calculate any recoveries at this time.

The cost of this Branch is as follows:

	Existing Division	New Dept.	Difference
Salaries & Benefits	----	$105,000.00	---
Operating Costs	----	45,000.00	
	----	$150,000.00	$150,000.00

Source of Funding: The City of Winnipeg Current Estimates

COMMUNITY IMPROVEMENT DIVISION

The responsibility of this Division will be to co-ordinate and direct the greatest possible amount of resources available for the maintenance and revitalization of older neighbourhoods in order to achieve the maximum impact upon the viability of those neighbourhoods that are in need of major improvement and redevelopment. This will include the co-ordination of neighbourhood revitalization programs with housing initiatives, with the application of by-laws, with programs of capital spending on Parks and Recreation, Water and Waste Disposal, Street, curbs and sidewalk renewal, etc., with community services being delivered and with initiatives of the residents themselves.

The Division will conduct neighbourhood studies based on selection criteria, will design and identify suitable programs for the improvement of deteriorating older neighbourhoods, identify and monitor neighbourhoods at risk, recommend priority ordering and estimate costs for improvement programming and plan and implement neighbourhood programs in designated neighbourhoods.

The Division will promote social research with the Social Service agency community to identify the specifics of need associated with the elderly, youth, single parent families and other target groups.

The Division will co-ordinate the efforts of all governments, including school boards, in addressing planning, housing, community improvement and social service issues.

It will develop a formal and ongoing relationship with public and private social agencies and institutions in order to focus service delivery to particular neighbourhoods and special needs groups. Emphasis will be on the "Quality of Life" in initiating community and social service programming.

The Community Improvement Division will be headed by a Division Manager who will be responsible for the operation of three Branches - the Neighbourhood Programs Branch, the Social Development Branch and the Project Design and Development Branch.

THE NEIGHBOURHOOD PROGRAMS BRANCH

This Branch will be responsible for the implementation of approved neighbourhood programs targeted at the revitalization of designated older neighbourhoods. The functions will included:

- integrating the results of grassroots neighbourhood research with all available secondary research material in order to identify all up to date neighbourhood characteristics with a view to developing a neighbourhood needs profile.

- developing neighbourhood revitalization strategies to deal with identified problems and to accomplish long term stability and growth. These strategies will integrate both physical infrastructure improvements with community service programs with a view to improving the quality of life in the neighbourhoods.

- organizing and sustaining public involvement in the planning and implementation of local programs, projects and initiatives through an intensive community development process.

- maximizing the effect of limited program budgets and limited program scope through the use of complimentary resources and alternative funding sources.

- liaising with local politicians concerning program support, with civic and other government departments concerning program co-ordination and delivery and with local delivery jurisdictions such as day cares, and school boards.

Staffing for this Branch will be transferred from the Community Programs Division. Staff will include 1 Branch Manager, 3 Program Planners, 7 Community Development Workers, 1 Social Worker and 6 Clerks. This staff complement may be reduced when the Core Area Initiative Agreement has terminated.

Financial Implications

Initially there will be no additional financial cost to the operation of this Branch. At present, funding for the staff and offices is provided through the Manitoba/Winnipeg Community Revitalization Program and through the Core Area Initiative Community Facilities and Community Services programs. When the Core Area Initiative Agreement is terminated the contract staff will have to be laid off. If the Provincial Government discontinues M/WCRP then the City will be faced with the Provincial share which is 50% of the cost of operating these programs.

The Sub-committee feels that it is imperative that the City negotiate a long term Capital Agreement with the Province for Community Revitalization together with revised program guidelines to expand the scope of programming to include cultural facilities and to provide ongoing funding for the development and maintenance of Neighbourhood Support Services as well as for the stimulation of neighbourhood economic development. This program will be available to all neighbourhoods in decline whether previously assisted or not. This will provide a broader range of resource options to address the issues associated with neighbourhood deterioration. It will provide a start up point in addressing some of the potential causes of neighbourhood social support deterioration and provide a vehicle to capitalize on the work begun under neighbourhood specific programs of the Core Area Initiative and to continue to provide necessary supports to neighbourhoods immediately North and South of the CPR tracks.

The additional cost of this Branch is as follows:

	Existing Division	New Dept.	Difference
Salaries and Benefits	$639,400.00	$647,500.00	---
Operating Costs	160,000.00	160,000.00	
	$799,400.00	$807,500.00	$8,100.00

Source of Funding: -Manitoba/Winnipeg Community Revitalization Program
-Core Area Inititive Community Facilities
and Community Services Program

SOCIAL DEVELOPMENT BRANCH

This Branch will be responsible for neighbourhood research and analysis, long range planning and program development and policy formulation for the Division. It will focus on the improvement of the quality of life both physically and economically within older neighbourhoods. It will be responsible for monitoring and assessing the social living conditions prevailing in the high needs older neighbourhoods by assessing the quantity and quality of community services being delivered, determining gaps, and providing service and funding to fill the gaps. Its functions will include:

- evaluating revitalization activity occurring throughout North America
- maintaining an up to date information base on salient neighbourhood characteristics such as population characteristics, housing characteristics and social indicators such as welfare and crime statistics to provide needs analysis.
- evaluating social living conditions in neighbourhoods by utilizing direct contact with existing neighbourhood based service agencies and residents.
- evaluating levels and effectiveness of primary community services.
- evaluating revitalization programs and projects to determine objectives met and obtain cost benefit information.
- developing suitable policies, programs and initiatives to deal with neighbourhood deterioration.
- providing limited social planning advice and consultation to external groups, agencies etc.
- recommending policies respecting the use of cost-shared and complimentary resources for the implementation of projects.
- initiating long range plans including the development of new programs and initiatives.
- the identification of future program neighbourhoods with related budgets and priority ordering.
- maintaining the systems and procedures necessary for budget control and accountability consistent with City policies, administrative guidelines and inter governmental agreements.
- providing various reports as are required from time to time.

The staff of this Branch will be made up of 1 Social Worker/Planner, 1 Research Planner, 1 Planning Assistance and a clerk. Except for the Social Worker Planner, the staff will all be new.

Financial Implication

The new staff will have to be hired out of the Community Improvement Program budgets. However, because of the small budgets that are available to operate programs with, it may be necessary to cost share the staff by making provision of 50 percent of the cost from the City's current estimate.

The cost of this Branch is as follows:

	Existing Division	New Dept.	Difference
Salaries & Benefits	$30,000.00	$124,800.00	---
Operating Costs	---	45,000.00	
	$30,000.00	$169,800.00	$139,800.00

Source of Funding: -City of Winnipeg Current Estimates
-M/WCRP

PROJECT DESIGN AND DEVELOPMENT BRANCH

This Branch will be responsible for providing in-house design, drafting and graphic services as an integral part of the neighbourhood improvement programming. It will be a valuable and cost-effective resource whose functions can be divided into six major categories. They are as follows:

- relating to user groups in the development of design for the redevelopment of neighbourhood school yards.

- relating to user groups in the development of design for the redevelopment of neighbourhood parks and neighbourhood recreation facilities.

- relating to user groups in the development of design for special neighbourhood projects, such as day care, play areas, streetscaping projects and community events.

- providing in-house design and graphic capability to the development of presentations, reports and displays for both the program administration, the site office component, and for the program-associated resident groups.

- providing a graphic and design service, upon request, to other Departments and agencies, such as the Parks and Recreation Department, Civic Properties, Rivers and Streams Authority.

- assuming full responsibility and accountability for improvement projects implementation including:

  - all technical aspects (program of requirements through end run delivery and one year guarantee)
  - cost estimating
  - administration of project budgets/cost control
  - user group liaison
  - retaining required expertise
  - define and have the required long term agreements covering insurance, maintenance, occupancy, reporting, etc. prepared, executed and administered
  - preparation, approval processing, etc. of plans and specifications
  - tender/quotation or other competitive pricing system
  - construction contract award (recommendation) and subsequent administration
  - construction coordination including critical point inspections and certification for complimentary funders
  - payment request approval, processing and appropriate certification for complimentary funders (job stats, labour cost including benefits, etc., material cost, use of required labour, etc.)
  - substantial performance and total performance certification
  - one year inspection and rectification of deficiencies covered by guarantee
  - final turn-over including all legal agreements (leases, crass leases, insurance, etc.)

The staff of this Branch will be made up of existing staff from the Community Programs Division. They will include 1 Project Officer for Landscaping, 1 Project Officer for Building and two Planning Technicians.

Financial Implication

The two Planning Technicians at present are paid from the Current Estimates of the Planning Department. They will continue to be paid out of this budget. The Project Officer for landscaping is on the staff establishment of the Community Programs Division but the position is vacant. This position will have to be filled through the current estimates. The Project Officer for buildings is now cost-shared through the Core Area Community Facilities Program and the Spence/Memorial M/WCRP program. It is recommended that this salary be included in the current estimates.

The cost of this Branch is as follows:

	Existing Division	New Dept.	Difference
Salaries & Benefits	$170,300.00	$178,000.00	---
Operating Cost	---	10,000.00	
	$170,300.00	$188,000.00	$17,700.00

Source of Funding: -Department of Environmental Planning Current Estimates
-Core Area Initiative Community Facilities Program
-Spence/Memorial M/WCRP.

SUMMARY OF COSTS

The following tables summarize the annual administrative costs of establishing a Department of Housing and Community Improvement. Each Division budget is broken down by the respective Branches when applicable and the Division costs are totalled to provide a global budget for the new department. This budget does not take into account the Capital budgets that are required for program implementation as they are part of the existing cost-shared programs from which administrative budgets are derived. The table also compares the Administrative costs of the existing Division establishment with that of the new Department.

As can be seen from the first table, the estimated annual budget for the administering and operation of the Housing and Community Improvement Department is $2,979,000.00 as compared with the budget of the existing Division which is $2,608,500.00. This represents an increase of $370,800.00, which is due to the addition of seven staff members and the associated cost of operating two new Branches.

Perhaps this administration budget may seem alarmingly high at first glance. This is due to the fact that the full cost of administering the existing Community Programs Division is never represented in the City's Current Estimates. Only the administrative costs related to eleven permanent employees are included and in fact, in 1989 only ten employees were budgeted for. This represents a fundamental difference to most standing departments. This situation has existed since 1973. Division funding is unpredictable, and is influenced by the vagaries of support from other governments. In budgeting for the Division, staff must always forecast the programs which will continue and must try to predict the responses of all governments to new initiatives. This involves a reading of both administrative and political circumstances. Timing is very critical in the budgeting process as new programs must be in place to redeploy staff from programs that are terminating.

In order to eliminate this tenuous financial situation, the Housing Sub-committee strongly recommends that all administrative costs of the new Department of Housing and Community Improvement be budgeted for through the City's Annual Current Estimates in order that the Department would have a permanent status rather than be subjected to the vagaries of cost-shared funding. The Committee also recommends that Program Indicators be included in the budget showing activity statistics and all revenue derived from fees, sale of land and contributions from other funding sources such as the Federal and Provincial governments. This will provide a netting out of the cost of administering the Department.

SUMMARY OF COSTS - 1989

A. ADMINISTRATION DIVISION

DESCRIPTION	EXISTING DIVISION	NEW DEPARTMENT	DIFFERENCE
Salaries & Benefits	$ 283,200.00	$ 318,000.00	
Operating Costs	44,600.00	65,000.00	
Sub-Total	$ 327,800.00	$ 383,000.00	$ 55,200.00

B. HOUSING DIVISION

Residential Rehabilitation Branch

Salaries & Benefits	$ 635,000.00	$ 635,000.00	
Operating Costs	100,000.00	100,000.00	
	$ 735,000.00	$ 735,000.00	---

By-Law Inspections and Housing Support Branch

Salaries & Benefits	$ 446,000.00	$ 446,000.00	
Operating Costs	100,000.00	100,000.00	
	$ 546,000.00	$ 546,000.00	---

Housing Policy and Program Branch

Salaries & Benefits		$ 105,000.00	
Operating Costs		45,000.00	
	---	$ 150,000.00	$150,000.00
Sub-Total	$1,281,000.00	$1,431,000.00	$150,000.00

C. NEIGHBOURHOOD IMPROVEMENT DIVISION

Neighbourhood Programs Branch

Salaries & Benefits	$ 639,400.00	$ 647,500.00	
Operating Costs	160,000.00	160,000.00	
	$ 799,400.00	$ 807,500.00	$ 8,100.00

Project Design & Development Branch

Salaries & Benefits	$ 170,300.00	$ 178,000.00	
Operating Cost	---	10,000.00	
	$ 170,300.00	$ 188,000.00	$ 17,700.00

Social Development Branch

Salaries & Benefits	$ 30,000.00	$ 124,800.00	
Operating Cost	---	45,000.00	
	$ 30,000.00	$ 169,800.00	$139,800.00
Sub Total	$ 999,700.00	$1,165,300.00	$165,600.00

TOTAL BUDGET	$2,608,500.00	$2,979,300.00	$370,800.00

The following table summarizes the expenditures and recoveries for the Department. As can be seen from the table, the total annual budget required to operate the department is $2,979,300.00 while the recoveries from various sources is $2,744,300.00. This means that establishing a Department would cost the City an additional quarter of a million dollars per annum. This added cost must be weighed against the benefits to be derived from the new housing initiatives such as the Housing Clinic, the extensive research capabilities, and the new comprehensive approach to neighbourhood revitalization.

PROPOSED DEPARTMENT OF HOUSING AND COMMUNITY IMPROVEMENT
SUMMARY OF EXPENDITURES AND RECOVERIES
1989

EXPENDITURES	NEW DEPARTMENT BUDGET
Administration Division	$ 383,000.00
Housing Division	1,431,000.00
Community Division	1,165,300.00
TOTAL	**$2,979,300.00**
RECOVERIES	
1. Transfer Current Estimates for Environmental Planning - Community/Neighbourhood Improvement Division before adjustments -	$ 529,900.00
2. Core Area Residential Rehabilitation Assistance Program (RRAP)	500,000.00
3. Administration Fee Paid by C.M.H.C. for delivery of Residential Rehabilitation Assistance Program	356,100.00
4. Core Area Initiative funding for Core Area Residential Upgrading and Maintenance Program (CARUMP)	546,000.00
5. Manitoba/Winnipeg Community Revitalization Program (50% cost shared through the Capital Estimates) and Core Area Initiative Programs - Community Facilities and Community Service	812,300.00
TOTAL	**$2,744,300.00**
DEFICIT	**($235,000.00)**

RECOMMENDATION

#5

That an Inter-Departmental Committee on Neighbourhood Improvement be formed comprising representatives from;

- *Environmental Planning Department*
- *Social Service Department*
- *Health Department*
- *Parks and Recreation Department*
- *Police Department*
- *Land Surveys and Real Estate Department*
- *Housing and Community Improvement Department*
- *Operations Department*

DISCUSSION

This Inter-Department Committee will act in a resource capacity to the Department of Housing and Community Improvement. This can be accomplished in the following ways:

- the co-ordination of individual departmental priorities in the areas of neighbourhood characterization, neighbourhood planning, co-ordination of intervention action, and resource coordination in the Five Year Capital Planning.

- the designation of neighbourhoods for improvement programming.

- by suggesting forms of improvement action which could be undertaken through the resources of Civic Departments.

- by responding to the needs of improvement area residents, as referred by Housing and Community Improvement Department staff on a day to day basis.

- by assisting in budget preparation

- by ongoing monitoring of completed program areas and the provision of maintenance efforts in these areas in order to prevent neighbourhood conditions reverting back to their original state.

Financial Implication

The establishment of this committee would have no direct financial cost to the City. It would mean refocusing resources and established budgets of the various departments to provide concerted improvement action in designated neighbourhoods.

Recommendations Included in Group B

Those recommendations which relate to the City entering into formal discussions with the Province of Manitoba either through the City's official delegation or otherwise on specific housing and community improvement related matters such as amendments to the City of Winnipeg Act, establishment of cost-shared housing and community improvement programs and the establishment of a Housing By-law Court. These recommendations will eventually have costs associated with them but the costs and benefits cannot readily be identified at this time.

9. *That the City enter into discussions with Landlord and Tenant Affairs to resolve the issue of redirecting rent and to propose possible amendments to the Landlord and Tenant Act.*

10. *The Committee recommends that despite the inherent problems related to enforcing such a regulation, that the City of Winnipeg Act be amended to prohibit landlords from renting a unit, which has outstanding orders, if the unit becomes vacant.*

15. *The Province and the city should address the question of undeveloped Provincially and City owned land within the inner city, particularly for the private development of low-cost housing for which the supply is limited and that a land disposal policy be developed whereby the land subsidy is transferred to the new owners.*

16. *The Provincial Infill Housing Program should be continued with special emphasis in Community Revitalization Areas.*

17. *The Province and the City should continue to support non-profit and co-op groups by assisting with subsidies to meet the differential between allowable maximum unit costs for land and actual cost for cleared land.*

18. *The City and the Province provide financial and technical support to non-profit groups that are providing housing for native families and individuals.*

19. *A By-law be enacted which provides for the control of demolition of good residential properties by owners wishing to rezone residential lands, the rezoning of which may harm the residential character of the neighbourhood.*

20. *A separate Housing Court be established by the Provincial Government, with a proper courtroom atmosphere, to hear and deal with housing related matters. This court must be given statutory recognition and permanent status by making it a part of the municipal court system.*

21. *The Attorney General be requested to replace the current practice of providing a rotation of junior prosecutors, by providing a permanent fully experienced prosecutor and a permanent judge to the Housing Court. This will result in a hastening of the judicial process related to housing matters.*

22. *The Attorney General be requested to provide a court reporter for the Housing Court.*

These recommendations should be combined into one package and will have to be carried though by the Province. The City should enter into formal discussions with the Province either through the official delegation or otherwise to discuss the following issues which are reflected in the recommendations:

a) Providing decent accommodation for tenants:

Where a landlord refuses to comply with an outstanding work order the rent should be utilized to fix up the property and that landlords should be prohibited from renting vacant property with outstanding orders. This would involve amendments to the Landlord and Tenant Act and the City of Winnipeg Act.

b) Provision of low cost housing to low to moderate income people by the private sector, non-profit and co-op groups and by the Provincial Government. This can be accomplished on Provincial and City owned surplus land, with cost write down and grants for equity capital.

c) Provision of a anti-demolition by-law which will prevent the demolition of good residential properties.

d) Establishment of a Housing By-law Court with a permanent experienced magistrate and a court reporter.

Financial Implication

There will be no immediate direct financial cost to the City. However, these recommendations will eventually have costs associated with them but the costs and benefits cannot be readily identified at this time.

Recommendations Included in Group C

Those recommendations which relate to the mandate, jurisdiction and operation of the Inspection Services of the City's Health Department. These recommendations will have a financial impact on the City's budget, but this can vary considerably depending on which option is utilized in the implementation.

28. "The City of Winnipeg Health Department have its jurisdiction extended to the City at large, retain its existing mandate, programs, and frequency of inspections and take over all such inspection activity in the suburbs currently within the jurisdiction of the Province of Manitoba, Department of Environment, Workplace Safety and Health, Environmental Control Services and Inspections Services."

Option 1: Implement with no increase in staff.

Cost: none

Implications: Cut existing programming, including inspection frequency in both the Environmental Sanitation and Housing Division and the Food Division by 30%.

Substantially increase the potential for legal liability pursuant to nonfeasance.

Option 2: Implement with the transfer of the 12 existing Provincial employees and their operating budget to the City.

Cost: In all likelihood none, as the budget of $502,070.00 in salary and benefits for the 12 Provincial Inspectors would transfer with the employees as part of the take-over.

Current Funding Breakdown:

407,500 (11 P.H.I.'s)
41,570 (1 Supervisor)
53,000 (Car Allowance & Supplies)

502,070

Implications: It is estimated that the full complement of Provincial Inspectors would not be required to run the City Health program and that the transfer of 9 would be sufficient. However, should the transfer of the full 12 be required as part of the take-over arrangement, they could be utilized to upgrade existing programs and educational field work with the public.

Option 3: Implement the transfer of the 9 of the 12 existing Provincial employees to the City.

Cost: As per option 2, with the existing budget pro-rated to $335,000.00

Implications: 3 of the 12 Inspectors would be retained by the Province and utilized to provide service in adjacent rural areas outside the perimeter highway.

29. "In order to function more efficiently, the City of Winnipeg Health Department receive the necessary resources to acquire all necessary equipment to implement, within the Inspections Branch, the Hand Held Computerized Inspection Program and Automated Records System for application city wide."

Option 1: Implement with no increase in staff.

Cost:

10 complete Field WritR units (includes HP71B 209K RAM Hand Held Computer, HP Thinkjet printer and carrying case) at$4,537.10 per unit	$ 45,371.00
8 HP71B 209K RAM Hand Held Computer units (without printer) at $2,500.00 per unit	$ 20,000.00
1 HP-1L RS232C Interface	$ 1,500.00
Total	**$ 66,871.00**

Option 2: Implement with the transfer of the 12 existing Provincial employees to the City.

Cost:

18 complete Field WritR units (includes HP71B 209K RAM Hand Held Computer, HP Thinkjet printer and carrying case) at $4,537.10 per unit	$ 81,667.80
12 HP71B 209 RAM Hand Held Computer units (without printer) at $2,500.00 per unit	$ 30,000.00
1 HP-1LRS232C Interface	$ 1,500.00
1 full time "A" clerk	$ 22,620.00 (yearly)
Total	**$135,787.80**

Option 3: Implement with the transfer of 9 of the 12 existing Provincial employees to the City.

Cost:

16 complete Field WritR units (includes HP71B 209K RAM Hand Held Computer, HP Thinkjet printer and carrying case) at $4,537.10 per unit	$ 72,593.60
11 HP71B 209K RAM Hand Held Computer units (without printer) at $2,500.00 per unit	$ 27,500.00
1 HP-1LRS232C Interface	$ 1,500.00

1 full time "A" clerk	$ 22,620.00 (yearly)
Total	**$124,213.60**

10. "Despite the inherent problems related to enforcing such a regulation, that the City of Winnipeg Act be amended to prohibit landlords from renting a unit, which has outstanding orders, if the unit becomes vacant."

Anticipated registration cost, based on current fee for similar transaction $25.00/each

Anticipated discharge cost, based on current fee for similar transaction $15.00/each

Anticipated total number of registrations and discharges per year 3,000

Estimated yearly cost
(3,000 x 40) $120,000.00

One additional full time "A" clerk to implement the process $23,000.00

TOTAL YEARLY COSTS $143,000.00

24. Under the proposed amendments to Section 448 of the City of Winnipeg Act, allow for the registration of insanitary notices only.

Anticipated registration cost, based upon current fee for similar transaction $25.00/each

Anticipated discharge fee, based on current fee for similar transaction $15.00/each

Anticipated total number of registrations and discharges per year 400

Estimated volume (400 x $40.00)

TOTAL YEARLY COST $ 16,000.00

Appendix

THE CITY OF WINNIPEG

ASSINIBOINE PARK — FORT GARRY COMMUNITY

5006 ROBLIN BOULEVARD • WINNIPEG • MANITOBA • R3R 0G7

IN REPLY PLEASE REFER TO

L.M. Betts

837-5876

00219 6

RECEIVED
CITY CLERK
WINNIPEG

MAR 29 10 15 AM '89

File EH

March 23rd, 1989

Chairman and Members,
Committee on Planning and
Community Services,
Council Building,
510 Main Street.

Attention: W.J. Lyons, Committee Clerk.

Dear Councillors:

Re: Report of the Ad Hoc Committee on Housing

The Assiniboine Park - Fort Garry Community Committee on February 28th, and March 21st, 1989, considered the report of the Ad Hoc Committee on Housing, dated February 20th, 1989, which matter was referred to it by your Committee for comment.

In this connection, the Community Committee requested individual members of the Assiniboine Park - Fort Garry Community Committee to submit their comments individually to your Committee, or to Councillor Neville, a member of your Committee, when the matter is considered, and therefore refers the report without recommendation to your Committee.

Yours truly,

L M Betts

Mrs. L.M. Betts,
Community Clerk.

LMB/jp
c.c. Councillor D. Brown,
Councillor B. Clement,
Councillor L. Fleisher,
Councillor M. Laurendeau,
Councillor W. Neville,
Mr. T. Yauk, Commissioner of Planning and Community Services,
Mr. R.P. Darke, Director of Environmental Planning,
Mr. R. Simmonds, Director, Social Services,
Dr. D. Gemmill, Medical Health Officer.

IA Housing
Education

FILE No
EH
EX
EX-9.1
JP

Volume

CLERK'S DEPT.

WINNIPEG
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THE CITY OF WINNIPEG
CITY CENTRE — FORT ROUGE COMMUNITY
300 ASSINIBOINE AVENUE • WINNIPEG • MANITOBA • R3C 0X6

IN REPLY PLEASE REFER TO
Mrs. M.F. Windeatt,
Telephone: 986-5248
FAX: (204) 956-4502

Files EH, EX & EX-9.1 March 9th, 1989.

Chairman and Members,
Committee on Planning and
Community Services.

Councillors:

RE: Report of the Ad Hoc
Committee on Housing

On March 7th, 1989, the City Centre-Fort Rouge Community Committee considered a communication dated February 21st, 1989 from the Acting Committee Clerk advising that on February 20th, 1989 your Committee considered the subject report and referred same to all Community Committees for comment back.

The Community Committee supported the said report in principle and recommended that the report be referred back to the Committee on Planning and Community Services for public hearings and further, that the Committee be commended for venturing into this field.

Yours truly,

M.F. Windeatt

Marilyn F. Windeatt,
Community Clerk.

MFW/mt

c.c. Julie Van De Spiegle, 1375 Portage Avenue, Wpg., R3G OV8,
Mr. T. Yauk, Commissioner of Planning and Community Services,
Mr. R.P. Darke, Director of Environmental Planning,
Mr. R. Simmonds, Director, Social Services,
Dr. D. Gemmill, Medical Health Officer.

1B Housing

FILE No. EH EX EX-9.1	Volume
TO CLERK'S	

WINNIPEG
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THE CITY OF WINNIPEG

LORD SELKIRK – WEST KILDONAN COMMUNITY

1760 MAIN STREET • WINNIPEG • MANITOBA • R2V 1Z7

IN REPLY PLEASE REFER TO
K. Cheong
Telephone 986-4308
FAX: (204) 956-4502

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WINNIPEG
MAR 7 2 07 PM '89

File EX

March 6th, 1989

Chairman and Members,
Committee on Planning and
Community Services.

Councillors:

Re: Report of the Ad Hoc Committee on Housing

On February 28th, 1989, the Lord Selkirk-West Kildonan Community Committee considered your communication dated February 21st, 1989, with respect to the Report of the Ad Hoc Committee on Housing and received same as information.

Yours truly,

Kathleen Cheong

K. Cheong,
Assistant Community Clerk.

KC/rpv

1A Housing

FILE No
EX
JP
CLERKS DEPT.

WINNIPEG
..where the New West begins.

THE CITY OF WINNIPEG

ST. JAMES-ASSINIBOIA COMMUNITY 00218

2000 PORTAGE AVENUE • WINNIPEG • MANITOBA • R3J 0K1

IN REPLY PLEASE REFER TO
Rose Busilla
986-3856

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File EH, EX
and EX-9.1

March 28th, 1989

Chairman and Members
Committee on Planning and
Community Services

Councillors:

Re: Report of the Ad Hoc Committee on Housing

On March 21st, 1989, the St. James-Assiniboia Community Committee considered the report of February 20th, 1989 of the Ad Hoc Committee on Housing, referred to it for comment back by your Committee.

Committee expressed a number of concerns and is not prepared to approve the report in principle at this time.

The Community Committee requests that your Committee, prior to submission to Council, obtain information on the financial implications/cost benefits of implementation.

Committee also requests that your Committee give favourable consideration to the following amendments, namely:-

Rec. No. 2 - that the Neighbourhood Improvement Program include any area of the City;

Rec. No. 12 - that additional information be provided regarding the proposed Housing Clinic;

Rec. No. 15 - expand to include any area of the City;

Rec. No. 28 - Committee agrees with the City obtaining control of health inspections, but is concerned that related costs not be borne by the City.

. . . 2

1B Housing Amendments

EH
EX
EX-9.1
JP

WINNIPEG
..where the New West begins.

Committee further recommended that representatives of special interest groups and the Provincial Government be invited to respond to the proposal.

Committee also requested information relating to the status of the re-drafted Demolition By-law.

Yours truly,

R Busilla

Rose Busilla
Community Clerk

RB/bas

c.c.: Mr. T. Yauk, Commissioner of Planning and Community Services
Mr. R. P. Darke, Director of Environmental Planning
Mr. R. Simmonds, Director, Social Services
Dr. D. Gemmill, Medical Health Officer

VILLE DE WINNIPEG
DISTRICT DE SAINT-BONIFACE — SAINT-VITAL

219, boulevard Provencher
Boîte postale 10, Saint-Boniface
Winnipeg (Manitoba)
R2H 3B5

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THE CITY OF WINNIPEG
ST. BONIFACE — ST. VITAL COMMUNITY

604 St. Mary's Road
Winnipeg, Manitoba
R2M 3L5

SE RÉFÉRER À
IN REPLY PLEASE REFER TO
Mrs. D. Timmins
(986-5414)
FAX: (204) 956-4502

Files EH & EX

March 20th, 1989

Chairman and Members,
Committee on Planning and
Community Services,
510 Main Street.

Attention: Mr. W.J. Lyons,
Committee Clerk.

Councillors:

Re: Report of the Ad Hoc Committee on Housing

On March 14th, the St. Boniface - St. Vital Community Committee 1989 considered your communication dated February 21st, 1989, and the accompanying referenced report referred to it for comment back.

Please be advised Committee did not concur in the recommendations therein contained and recommended that the City consider the alternative of licensing landlords and requiring landlords to form an independent association which would be self-policing relative to housing matters.

Yours truly,

Diane Timmins

Mrs. D. Timmins,
Community Clerk.

DT/kk
cc: Councillor Golden, Glenlawn Ward.

Hearing Addendum

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EH & EX
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WINNIPEG
..where the New West begins.
..la porte de l'Ouest.

KINEW HOUSING INC.

201-424 Logan Avenue, Winnipeg, Manitoba R3A 0R4 (204) 956-5093

March 31, 1989

1. Kinew Housing Inc. is a private non-profit company established 1970, the pioneer of urban Native housing in Canada -- 330 units includes 315 homes scattered in older areas of Winnipeg.

2. Ad Hoc Committee Report on future housing policy recommends specialized housing court with supporting staff to enforce CARUMP work orders and fines up to $5,000 for individuals and $50,000 for corporations.

   This strategy represents a major threat to the survival of the private housing sector for following reasons:

A. "Corporations" providing housing to middle and low income families in older areas of city are usually family companies established for management and tax benefits. There are no Donald Trumps and Bergens in this sector. If applied, these large fines will put KInew out of business. They will be equally destructive to small firms and individuals.

B. This legal blitzkrieg on the private sector will be sustained with a major increase in work orders processed by an expanded CARUMP inspection program which far exceeds the intent of the Public Health Act. The CARUMP program is not objective or reasonable and is totally lacking in cooperation with the landlords and in professionalism. Our experience indiciates that CARUMP inspectors have no understanding of basic property management

C. The message inherent in this new city housing strategy of stringent enforcements and fines will not be missed by the newly appointed Housing Court Officials. Public pressures on the Housing court to impose harsher penalties on the private landlords will heighten confrontation with the city authorities and destroy any hope of cooperation.

3. Although the private housing sector is a vital segment in city housing, its participation and expertise to the city housing strategy is totally ignored. Why?

   We recommend:

   a) Establish a City Housing Committee comprising of representatives from the city, private sector and non-profit housing.

b) Expand public health inspection service (if this is required) to enforce the Public Health Act where accommodation provided is hazardous to health and safety. Where serious risks to health or safety exists, the Committee could order the tenant to be removed and the dwelling closed.

c) Disband CARUMP.

d) The Ad Hoc Committee Report states that

i) there are families living in substandard housing

ii) families living in accommodation beyond their affordability.

iii) Dept. of Social Services report 1500 moves per month amongst their clients.

The irony is that these problems exist in a housing environment where there are hundreds of vacancies in private and public housing. There is a problem -- to a large degree it is one of placement. With a total absence of a coordinated home placement service, we are experiencing a constant frustration of "square pegs into round holes" situation.

e) Kinew proposes a home placement program. This computerized service will identify and isolate those landlords whose dwellings are hazardous to health and safety. Private accommodations will be listed with all relevant information e.g. rents, condition, size of unit, location etc.

f) We propose that the home placement program should be tied in with a housing subsidy program financed by the Federal, Provincial governments and the city. In most cases, the differential between social service rental allowance and rental affordability of other low-income working families and the average rental cost of decent accommodation is less than $150.

The alienation from the subsidized home placement program will carry a strong and effective message to all landlords to provide decent accommodation or else.

The subsidy must be viewed in context of the alternative strategy proposed by the city which would cost millions in inspection services, court costs, more public housing and bureaucratic support services.

Principle of subsidization entrenched throughout our society e.g. MURB's, RRAP, CHIP grants etc, etc.

5. Housing role for City of Winnipeg:

A) Multi-Problem Families:

City has a legal and moral responsibility for these families. Special housing is required, supported with an intensive coordinated social service program.

B) Neighborhood Improvement Program:

City has done a good job with NIP in the past. It requires continuity to be really effective. Suggest City continues in this program.

C) Homeless and "at risk"

The city has a primary role here since we are basically dealing with a social problem.

D) Economic Development:

i) Kinew can create jobs in the purchase and upgrading of city homes through Section 56.1

ii) Coordinate housing policy with city and province to allow Kinew to build infill housing under Section 56.1

Submitted at Mtg by J. Van de Speigle April 3/89.

LANDHOLDERS
LEAGUE
1375 Portage Avenue
WINNIPEG MANITOBA R3G 0V8

TELEPHONE: 775-4363

April 3, 1989

TO: Chairman and Members
Planning and Community Services

RE: REPORT of the AD HOC COMMITTEE on HOUSING

OBSERVATIONS:

1) The City of Winnipeg, the Chairman and members of the Ad Hoc Committee on Housing and those who contributed to the report be commended for their concern in the sensitive area of housing.

2) The submissions by David G. Henderson, past Commissioner of Planning and Community Services are noteworthy particularly his submission of June 15, 1977.

3) In order to foster a climate of co-operation and concilation Recommendation 5 of the report be ammended to include representation from providers of shelter.

4) That a community association of providers of shelter explore areas of resources that would enable it to do the necessary research leading to the possibility of setting up a vehicle or mechanism to aid the City of Winnipeg in its programs of concern for adequate and affordable housing.

5. Expansion of redirection of rents as proposed in Recommendation 9 would serve no useful purpose.

6. Recommendation 10 would create an expensive bureacratic nightmare and serve no useful purpose--in times of low vacancies it would be a sad waste of resources.

7. That the City of Winnipeg provide the necessary complement of inspectors along with the tools required to do an effective job and ELIMINATE the overlapping, insufferable, inflexible and arbritary CARUMP (recommendation 11)

8. A Housing Court should be subject to all the rules and due process of any other court and not become a money-eating beast feeding on high fines imposed on providers of shelter at the expense of shelter maintenance and standards.

9. A Health Inspector not be conferred with the additional role of "Peace Officer"

10. All legal notices to providers of shelter continue to conform to the requirements of due process.

11. Reference to Recommendation 26--General Penalty section 39(1) of the Public Health Act. High penalties are counterproductive in that fines are generally paid at the expense of maintenance and upgrading budgets. This is especially true of non-profit housing programs who have not escaped CARUMP's harsh treatment.

12. That changes be made to the "25% of income" formula applied to subsidized units in government owned and sponsored housing.

13. That a program be instituted whereby the private sector be included in subsized housing.

14. Both the City and Province remove existing regulations and procedures that discourage private investment and development.

15. That none of the Recommendations of the Report on the Ad Hoc Committee on Housing be implemented without further consultation with shelter providers.

Respectfully submitted,

LANDHOLDERS LEAGUE

Julie Van De Spiegle

Julie Van De Spiegle, Executive Director

PHONE 772-8750

000084

MANITOBA LANDLORDS ASSOCIATION

To Provide Better Accomodations for Manitobans

738 Elgin Ave.
WINNIPEG. MANITOBA
R3E 1B2

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Good evening Chairman, Members and the Committee on Housing.

Going through the **"Report of the Ad Hoc Committee on Housing"**, I find it hard to believe some of the people's comments on the problems on Housing.

I see that they have contacted the Health Department, the Social Services Department, the Law Department and of all people, Councillor Terry Wachniak. What do these people know about housing and the problems other than enforce the laws in the department they are working.

Has this Ad Hoc Committee contacted any landlords to find out what could be the problem? Who are the landlords in the Province of Manitoba - a bunch of cow pies or just taxpayers?

In most cases, when it comes to planning the tenants are contacted tenants that have been on welfare all their lives and never did a days work but have big plans on where the money should be spent.

It is quite clear that landlords in Manitoba are not included in any talks. All you have is a bunch of vulchers that have been picking on the landlords for a number of years and now you are trying to find out how you can finish them completely.

Most of the recommendations in the Ad Hoc Report have been tried before when the N.D.P. Government came to power. A lot of money was spent and very little done as most of the money was spent on Administration rather than on home repair.

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Increasing the fines will not help the problems as you will only see more buildings boarded up and in time face demolition such as we had some ten years ago. Maybe that is what we need now to reduce the vacancies.

The problem is also with the rent controls that the landlords have had to live with for the last fifteen years. Rent control in any city that long is found to show its effects in time and we see what is happening in Winnipeg now.

Rent Control has outlived its usefulness in Manitoba and if it is going to be removed - now is the time.

The landlords in Manitoba haven't got the incentive to upgrade the rental buildings. The reasoon is the City of Winnipeg and the Province are in competition by building these low rental places and how can a private landlord compete? After all, these two competitors are exempt from rent controls they are always short of money to do anything else but they seem to find money to go into housing.

Regarding the Maintenance and Occupancy By-Law Enforcement, this is only a patch up job and a year later the buildings are back where they were, as most of the occupants in the core area are living on handouts, they do not respect what they get.

The handbook that is printed on Tenant and Landlord responsibilities are printed on the wrong kind of paper. If it was printed on toilet tissue, they would make better use of it.

The inspectors go through a lot of paperwork but they don't know what they are talking about - the landlord is blamed for the damage the tenants made.

Continued page 3

RECOMMENDATIONS

1. The Manitoba Landlord Association recommends that all new housing should be stopped until the slack is taken up because of the high vacancy rate.

2. That the City of Winnipeg pressure the Manitoba Government, into removing the rent controls. This would give the private landlords and other groups the chance to purchase the run down buildings and fix them, although with the high vacancy rate, this is going to take a bit of time but the incentive is going to be there and we believe this is going to work.

Some of the run down buildings in the core area could be purchased by the City of Winnipeg and in most cases, demolished and another building built on the site as an infill and sold to whoever wants to buy it as is done in Minneapolis, St. Paul, Minnesota.

The City of Winnipeg should not be landlords of residential buildings. All tenants who cannot afford the going rent should be subsidized by the City of Winnipeg and/or the Province of Manitoba.

If this trend continues where the Province and the City of Winnipeg get into more rental housing, this will wipe out the private landlord who provide housing for working people.

The recommendation by the Law Department to increase the penalty to $5,000.00 for individuals and $50,000.00 for corporations is too severe and should not be changed from what it is now as no landlord can afford to pay fines that high. This would get all the landlords to demolish or burn the buildings as it would seem that a landlord is something like a criminal. Even criminals don't face these kinds of penalties.

Continued page 4

Not only would the penalty reduce or eliminate the landlords in Manitoba, but no other investor would invest in Manitoba.

There are a few landlords in Winnipeg that are hard to deal with but there is a reason for it as the core area has a lot of tenants that cannot afford or are not allowed higher rents so these are the tenants the landlords are catering to.

Now if the rents were subsidized by the City or the Province, then the tenants would not rent the sub standard places and that same landlord would have to upgrade the substandard building or demolish it as there would be no takers for the units.

Now isn't that a better way to deal with these problems than to have a noose hanging in the market place to deal with the landlords?

After all, the landlords are not in a position to strike - what else are they to do?

Manitoba has had N.D.P. Government for almost twenty years and that the relation between landlords and tenants has come to an all time low - it's time for a change.

The landlord realizes that something has to be done in the core area to stop deterioration, but it has to be a large undertaking and something landlords cannot do on their own.

Thank you.

Signed: LOUIS HOLUBOWICH

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Signed: LOUIS HOLUBOWICH